

Development Management Sub Committee

Wednesday 17 December 2014

**Application for Planning Permission 14/03377/FUL
At Site 50 Metres South Of 20, Royston Mains Avenue,
Edinburgh
Proposed new build two storey care home for the frail
elderly.**

Item number	4.10
Report number	
Wards	A04 - Forth

Summary

The proposed 60 bedroom care home development is a minor infringement of the development plan policy Os 1 as it involves development involving the loss of defined open space in an area of existing under-provision. However, the proposal identifies an area of replacement open space which together with the future development of the neighbouring site, also within the Council's ownership, would be able to provide a site of the necessary size. The proposed development also represents a suitable community purpose and benefits to the local community that outweigh the loss; thereby a departure is justified in this instance.

It will comply with non-statutory guidelines and would maintain the character and appearance of the building and its immediate surroundings and have no adverse effect upon road safety and neighbouring amenity. Conditions are attached to ensure the suitable details of the species of trees to be provided and to ensure an adequate future maintenance.

Links

[Policies and guidance for this application](#)

LPC, CITD3, CITE12, CITOS1, CITH8, CITT4, CITT6, NSG, NSGD02, NSOSS,

Report

Application for Planning Permission 14/03377/FUL At Site 50 Metres South Of 20, Royston Mains Avenue, Edinburgh Proposed new build two storey care home for the frail elderly.

Recommendations

1.1 It is recommended that this application be Granted subject to the details below.

Background

2.1 Site description

The application site comprises a roughly flat and rectangular area of ground extending to 0.83 hectares. It forms the western part of the wider former Royston Primary School site that extends to 1.42 hectares, and represent some 60% of that whole area.

The application site is bounded to the north by Royston Mains Avenue, to the south by Boswall Parkway, to the west by Royston Mains Street and to the east by the remaining part of the former Royston Primary School.

The Granton United Church stands to the south western corner of the site, at the junction of Boswall Parkway with Royston Mains Street, otherwise the area is characterised by residential development comprised in four-in-a-block flatted properties and other terraced flatted blocks.

The perimeter of the site comprises a dwarf wall set with plain railings up to approximately 1.5 metres in height. There is no definition along the eastern boundary of the site with the remainder of the former Royston Primary School site.

The former Royston Primary School buildings have now been demolished and the site has been cleared.

2.2 Site History

The relevant site history is:

20 December 2007 - Planning permission was granted for the erection of an Early Years Centre and Community Centre as an extension to the north and east elevations of the former Royston Primary School (reference 07/01005/CEC).

Main report

3.1 Description Of The Proposal

The application is for the erection of a two-storey, pitched roofed building to provide a 60 bedroom care home together with access, parking and site landscaping.

The proposal has been revised to include an area of roughly square shaped land, extending to an area of 410 square metres, in the north eastern corner of the application site for future open space use, in conjunction with the future redevelopment of the eastern half of the former school site, also within the Council's ownership.

Extending over two floors, the building would provide 4,207 square metres of floor space, with overall measurements of 83.3 metres in width by 40.3 metres in depth. The building measures 5.4 metres to the eaves and 9.9 metres to the ridge.

The building is formed of a principal linear core, positioned east to west along the Royston Mains Avenue frontage of the site, with two rectangular projections at each end. These envelop two contained courtyards with a secure central courtyard area between those projections. As well as the landscaped courtyards the overall site will be landscaped to the east, south and western frontages.

Vehicular access is to be taken in the north-eastern corner of the site, from Royston Mains Avenue. The access will serve a 24 vehicle parking area, including 4 disabled spaces and including an emergency vehicle space; close to the main entrance doors, and sufficient on-site turning facilities.

The internal arrangements comprise four 'pavilions' each catering for 15 residents, two within each wing and two each on the ground and first floors. Within the central, linear part of the building there is provision for ancillary accommodation including management offices, kitchens, a laundry and a plant room.

The building is to be principally clad in render, with sections of facing brick, all under a grey coloured concrete tiled pitched roof.

Supporting Statement

A 'Design Statement'; detailing the layout, daylight, the immediate environment, materials and energy issues, is available to view on the Planning and Building Standards on-line services.

3.2 Determining Issues

Do the proposals comply with the development plan?

If the proposals do comply with the development plan, are there any compelling reasons for not approving them?

If the proposals do not comply with the development plan, are there any compelling reasons for approving them?

3.3 Assessment

To address these determining issues, the Committee needs to consider whether:

- (a) the principle of the proposals are acceptable in this location;
- (b) the proposal would affect the protection of trees;
- (c) the proposed scale, form, design and materials are appropriate and will not adversely affect the character and appearance of the existing building or the surrounding area;
- (d) the proposals affect road safety;
- (e) the proposals will result in an unreasonable loss of neighbouring amenity;
- (f) the proposals provided sufficient amenity for the future occupiers of the development;
- (g) the proposals have any equalities or human rights impacts;
- (h) the proposals comply with sustainability criteria; and
- (i) comments raised have been addressed.

a) The Acceptability of the Proposal in this Location

Part of the southern section of the application site, comprised of 0.18 hectares (some 20% of the overall site), is identified as 'open space' within the Edinburgh City Local Plan. The proposed site extends over the majority (72%) of that open space.

Policy Os 1 provides that, "*proposals involving the loss of open space will not be permitted unless it is demonstrated that:*

- a) there will be no significant impact on the quality or character of the local environment;*
- b) the open space is a small part of a larger area or of limited amenity or leisure value and there is a significant over-provision of open space serving the immediate area; and*
- c) the loss would not be detrimental to the wider network including its continuity or biodiversity value;*
and either
- d) there will be a local benefit in allowing the development in terms of either alternative equivalent provision being made or improvement to an existing public park or other open space, or*
- e) the development is for a community purpose and the benefits to the local community outweigh the loss."*

As part of the previous playground to the former primary school on the site, the loss of the area of defined open space does not significantly impact on the quality or character of the local environment in terms of (a) or would be detrimental to the wider network, including its continuity or biodiversity value in terms of (c).

However, whether the area is public and privately owned, in terms of (b) a loss will only be permitted if, there is a significant over-provision of open space serving the immediate area. The Council's 'Open Space Strategy' provides that there is currently a deficit of open space in this area especially those households, to the south of the site, in Crewe Bank, Crewe Crescent, Boswall Parkway and Pilton Place.

Therefore, there is a requirement here to provide publically accessible open space (of a minimum 500 square metres in size) and failure to provide replacement open space, of the necessary size and quality, would be contrary to policy Os 1 and, therefore, represent a departure from the development plan.

With regard to the second element of the policy, (e) identifies that the development should also be for a community purpose where the benefits to the local community outweigh the loss of open space.

The open space is presently inaccessible. It constituted part of the wider school playground and, therefore, was not accessible for use by the wider community in that previous guise.

Accordingly, the loss of what is a relatively small area of land would have a limited impact on the availability of open space within the wider local area. Whereas the Council has clearly identified that the proposed 60 bedroom care home would represent a significant community use in this instance.

The proposal has been revised and now identifies an area of roughly square shaped land, extending to an area of 410 square metres, in the north eastern corner of the application site for future open space use, in conjunction with the future redevelopment of the eastern half of the former school site, also within the Council's ownership. It is intended that this would enable the provision of a larger site that would be of the relevant size and would be able to provide the necessary quality required for that area.

However, that revision does not provide the quality of open space required, the level of security of provision required and is located away from the area where there is an existing deficit. It therefore fails to comply with the policy provisions.

This consideration, however, has to be balanced against the proposal for the provision of a 60 bedroom care home for the frail elderly.

Overall it is considered that the proposal, as revised, represents a minor departure from the development plan policy Os 1. The proposal identifies an area of replacement open space which together with the future development of the neighbouring site, also within the Council's ownership, would be able to provide a site of the necessary size and to the relevant quality. The proposed development also represents a suitable community purpose and benefits to the local community that outweigh the loss; thereby a departure is justified in this instance.

In terms of other matters as a former school site the proposed use represents an appropriate other community facility. It is to be located within an established residential area with good local facilities, situated at the western end of Boswall Parkway, and bus routes.

Accordingly, the proposal is deemed to be acceptable in this location subject to compliance with other detailed provisions of the development plan.

b) Impact on Protected Trees

The landscape scheme, submitted with the application, will provide a positive and sustainable framework for the development to sit in and also for the proposed use as a care centre for the elderly and frail, in accordance with the provisions of policy Env 12 of the development plan.

Nonetheless, conditions are required to ensure the details of species to be provided.

c) Scale, Form and Design (Materials)

The building is of a suitable scale and form that reflects parts of the wider built environment of the local neighbourhood. It has a simple form, with a pitched roof, and a domestic scale that is characteristic of a number of the surrounding buildings.

The simple pallet of render, brick and tile materials is also appropriate and will ensure that the development suitably coalesces with its immediate environment.

d) Road Safety Issues

Transport has raised no objections to the proposal on road safety grounds and has requested a number of issues be identified to the applicant by means of informatives regarding the layout of the vehicular access and any potential interference with an existing street lighting column within the footway.

e) Neighbouring Amenity

The proposal is well contained within the application site providing adequate distances between the first floor windows and those within the neighbouring properties fronting onto both Royston Mains Avenue and Royston Mains Street. As such there would be no detrimental levels of overlooking to neighbouring properties and all overshadowing would be adequately maintained within the application site.

The proposal would also maintain separation distances within the eastern site boundary and the remaining part of the former Royston Primary School site such that it would not prevent future development on the remainder of that site.

f) Amenity of Future Occupants

The use of the premises as a residential care home will provide both an area of landscaped grounds together with self-contained courtyards and garden to meet the requirements of the future occupants of the premises. This is further enhanced by the principal orientation of the building and gardens makes the maximum use of the southerly aspect of the site.

g) Equalities and Human Rights Impacts

This application has no impact in terms of equalities or human rights.

h) Sustainability Criteria

Acceptable sustainability details have been submitted with the application; including rainwater recycling provisions, combined heat and power units to provide energy and reduce consumption, orientation so as to make the most of passive solar energy and construction details to conform to Building Standards.

i) Public Comments

No representations were received concerning this proposal.

Conclusion

In conclusion, the proposals represent an acceptable infringement of policy relating to open space within the development plan and the relevant non-statutory guidance, would be acceptable in terms of its impact on the character and appearance of the surrounding area and would not prejudice road safety or residential amenity. There are no material considerations which outweigh this conclusion.

As the proposal represents an infringement of the open space policy, a Committee decision is required.

It is recommended that this application be Granted subject to the details below.

3.4 Conditions/reasons/informatives

Conditions:-

1. Before any works start on site, a scheme of landscaping indicating the siting, numbers, species and heights (at time of planting) of all trees, shrubs and hedges to be planted, and the extent and profile of any areas of level changes, shall be submitted for approval in writing by the Planning Authority. The scheme as approved shall be implemented within the first planting season following the date of this consent.
2. All planting carried out on site shall be maintained by the developer for a period of 5-years from the date of planting. Within that period any plants, which are dead, damaged, missing, diseased or fail to establish shall be replaced annually.

Reasons:-

1. In the interests of visual amenity and to ensure a satisfactory standard of local environmental quality.
2. In the interests of visual amenity and effective landscape management; to ensure that adequate measures are put in place to protect the landscaping and planting in the long term.

Informatives

It should be noted that:

1. The development hereby permitted shall be commenced no later than the expiration of three years from the date of this consent.
2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.
3. As soon as practicable upon the completion of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
4. The footway should be continuous across the opening and the access should be a dropped kerb or raised table arrangement, not bellmouth.
5. The proposed access point may interfere with existing street furniture or apparatus, in this case a lighting column. This should be checked on site by the Council's lighting engineer Stuart Mcleod, Tel: (0131) 453 5188 stuart.mcleod@edinburgh.gov.uk.
6. Should the lighting column require to be relocated, this must be done at no cost to the Council and to the satisfaction of the Head of Transport.

Financial impact

4.1 The financial impact has been assessed as follows:

All financial implications of this Council project are matters for consideration by Children and Families. In that regard there is a link to the Finance and Resources Committee meeting of 19 September 2013 regarding this site.

Risk, Policy, compliance and governance impact

5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

Equalities impact

6.1 The equalities impact has been assessed as follows:

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

This application meets the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

8.1 Pre-Application Process

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

Neighbour notification was carried out on 2 September 2014 and attracted no letters of representation.

Background reading/external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- Finance and Resources Committee meeting, Thursday, 19 September 2013, Item 8.1.1:
- http://www.edinburgh.gov.uk/download/meetings/id/40568/item_811_-_former_royston_primary_school_123_boswall_parkway_-_proposed_development_of_new_care_home

**Statutory Development
Plan Provision**

Edinburgh City Local Plan - Urban Area, including an area of defined Open Space.

Date registered

1 September 2014

Drawing numbers/Scheme

01-10,

Scheme 1

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Links - Policies

Relevant Policies:

Relevant policies of the Edinburgh City Local Plan.

Policy Des 3 (Development Design) sets criteria for assessing development design.

Policy Env 12 (Trees) sets out tree protection requirements for new development.

Policy Os 1 (Open Space Protection) sets criteria for assessing the loss of open space.

Policy Hou 8 (Inappropriate Uses in Residential Areas) establishes a presumption against development which would have an unacceptable effect on the living conditions of nearby residents.

Policy Tra 4 (Private Car Parking) requires private car parking provision to comply with the parking levels set out in supplementary planning guidance, and sets criteria for assessing lower provision.

Policy Tra 6 (Design of Off-Street Car and Cycle Parking) sets criteria for assessing design of off-street car and cycle parking.

Relevant Non-Statutory Guidelines

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings and landscape, in Edinburgh.

The Open Space Strategy and the audit and action plans which support it are used to interpret local plan policies on the loss of open space and the provision or improvement of open space through new development.

Appendix 1

Application for Planning Permission 14/03377/FUL At Site 50 Metres South Of 20, Royston Mains Avenue, Edinburgh Proposed new build two storey care home for the frail elderly.

Consultations

Transport

Has no objection to the application subject to the following being included, either as conditions or informatives, as appropriate:

- 1. The footway should be continuous across the opening and the access should be a dropped kerb or raised table arrangement, not bellmouth;*
- 2. The proposed access point may interfere with existing street furniture or apparatus, in this case a lighting column. This should be checked on site by the Council's lighting engineer Stuart Mcleod, Tel: (0131) 453 5188 stuart.mcleod@edinburgh.gov.uk*
- 3. Should the lighting column require to be relocated, this must be done at no cost to the Council and to the satisfaction of the Head of Transport.*

Location Plan



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